

# The Implementation Of Marriage Age Maturing (PUP) Program At Hulu Sungai Selatan (HSS) District

**Riswan Erfa, Acep Supriadi, Taufik Arbain**

Lambung Mangkurat University, Masters of Development Administration Program  
Brigdjen Hasan Basry Street Banjarmasin, Indonesia, 70123  
*riswan.erfa@gmail.com*

Lambung Mangkurat University, Masters of Development Administration Program  
Brigdjen Hasan Basry Street Banjarmasin, Indonesia, 70123  
*mapn@ulm.ac.id*

Lambung Mangkurat University, Masters of Development Administration Program  
Brigdjen Hasan Basry Street Banjarmasin, Indonesia, 70123  
*taufik.publik-fisip@unlam.ac.id*

**Abstract:** Data on the age of husband and wife who married at the age of less than twenty years in the HSS District indeed showed a fairly high number. In 2016 the number of marriages whose brides under the age of 20 was in the range of 34.76% of the 1,389 marriages, in 2017 was in the range of 27.78% of the 1,598 marriages, and in 2018 which ranged in 31.75% of the 1,140 marriages. The child marriage age rate which is still high becomes a problem because the HSS District government has made one of the efforts, namely the Marriage Age Maturing Program (PUP). This paper explains the implementation of the PUP program through qualitative research methods. The results of this study aim to place the authority of the implementation of the PUP program to the Department of Population Control, Family Planning, Women's Empowerment and Child Protection (PPKBPPPA) of the HSS District is appropriate because it is in accordance with its duties and functions. Implementation of the program is carried out through the formulation of the derivative program from the policies that have been put on it. The PUP program has not been fully implemented successfully in the HSS District if viewed from the indicators of success which requires the proportion of EFAs whose wife age is below 20 years must be below 3.5%. The selection of target groups is generally good, but the interventions given to target groups are not yet fully optimal because they have not been able to provide the power or ability to target groups to be able to mature the marriage age. Furthermore, based on A Model of the Policy Implementation, the implementation of the PUP program in the District of Hulu Sungai Selatan has not been able to meet all the variables needed to support the success of the PUP program.

**Keywords:** Implementation of policies, Marriage Age Maturing (MAM) programs, Child marriage

## 1. INTRODUCTION

Children marriage is one of the problems that is still faced by South Kalimantan Province in general. Data from the Central Statistics Agency (BPS) shows that in 2017 the province of South Kalimantan was the province with the highest percentage of women aged 20-24 years who had ever married, whose first marriage age was under 18 years, amounting to 39.53%. The figure is even above the national percentage which is only at 25.71%. One of the districts that has early marriage problems is the HSS District because it has a relatively high percentage of early marriage (especially for women). The percentage for women of the age of first marriage between 10 to  $\leq 18$  reached 55.17% in HSS District in 2016 was the highest percentage in South Kalimantan Province. Then in 2018, for women of the age of first marriage between 10 to  $\leq 16$ , the HSS District still has the highest percentage with a rate of 33.33%. Data on the age of the bride and groom who married at the age of less than twenty years in the HSS District indeed showed a fairly high number. For example in 2016 the number of marriages where the bride and groom were under the age of 20 was in the range of 34.76% of the 1,389 marriages that occurred in the HSS District. The percentage of marriages under the age of 20 years in 2017 is also still high, which is in the range of 27.78% of the 1,598 number of marriages that occurred in HSS District. The percentage even increased again in 2018 which ranged at 31.75% of the 1,140 marriages that occurred. Early marriage will bring adverse effects on girls,

for example, the impact of health aspects such as the dangers of early childbirth, increased risk of domestic violence, malnutrition, and sexual and reproductive health disorders. They experience poor conditions for all social and economic indicators compared to girls who delay marriage age, including lower education levels and poverty levels. It can even continue to the next generation [1]. Mathur, Greene, and Malhotra in the International Center for Research on Women (ICRW), explained four factors that lead to early marriage, namely: The role of gender and the lack of alternatives; virginity values and fears about premarital sexual activity; marriage as an attempt to combine and transaction and poverty. The cause of such early marriages certainly must be overcome to prevent children from early marriages that have adverse effects. This effort certainly has to do with the implementation of the program. This is also what must be done in the HSS District, because the percentage of early marriage age is still quite high. One of them is the Marriage Age Maturing Program (PUP) launched by the National Population and Family Planning Agency (BKKBN). The program is also carried out by the District / City. The Department of Population Control, Family Planning, Women's Empowerment and Child Protection (PPKBPPPA) of the HSS District to reduce early marriage rates implements the PUP program. The PPKBPPPA Institution work plan document for 2017 shows that there are strategic targets set among which are to increase adolescent understanding of reproductive health and PUP. This goal

targets 13 active youth groups. The Office of PPKBPPPA of HSS District also carries out PUP capacity building activities that target. there are as many as 6 social media that can be accessed by the public related to Family Planning (KB) services. Then also held a PUP meeting for teenagers by targeting 55 villages / sub district that become counseling centers in accordance with standards. In 2018 the HSS District PPKBPPPA Office also implemented a PUP program. Implementation or implementation of the PUP program is carried out with two activities that are directly related to the PUP program and one activity that is not directly related. The directly related activities are PUP capacity building activities which target 6 social media which can be accessed by the public in relation to family planning services. Then the second activity is PUP meeting for teenagers by targeting 55 villages / sub district to become counseling centers in accordance with standards. Furthermore, activities that are not directly related to PUP, there are activity forums focused on school-level adolescent health programs targeted at 55 villages /sub district so that they can become counseling centers in accordance with standards. The implementation of the PUP program through these various activities should be able to better achieve the goal of controlling early marriage rates in HSS District. This cannot be separated from the concept of PUP which encourages people to do their first marriage at the age of at least 20 years for women and 25 years for men. PUP is an effort to increase the age at first marriage, so that at the time of marriage reach a minimum age of 20 years for women and 25 years for men. This age limit is considered ready both in terms of health and emotional development to deal with family life. PUP is part of the National Family Planning program. The PUP program will have an impact on increasing the age of first marriage which in turn will reduce the Total Fertility Rate (TFR) [2]. The implementation of the PUP program that has been carried out has not yet had a significant impact on the reduction in the number of early marriages in the HSS District. Such matter needs to be examined objectively to be able to explain the implementation of the PUP program that has been carried out by looking at the elements of implementation in public policy based on academic studies that can be accounted for. The study is expected to answer how the PUP program is implemented in the HSS District.

## 2. METHOD

This study uses qualitative research methods, namely research that intends to formulate scientifically various information that is built, developed, and delivered by humans or certain communities [3]. Thus this research will explain the implementation of the PUP program and explain the inhibiting factors and supporters of the implementation of the PUP program in the HSS District which is run by the PPKBPPPA Office of the HSS District. Explanation as a discussion and results in this study will be based on an analysis of the information submitted, built, and developed by the PUP program implementer and the target group from the results of interviews and documentation studies. The implementation study was carried out by looking at A Model of the Policy Implementation formulated by Van Meter and Van Horn.

## 3. RESULTS AND DISCUSSION

### 3.1 Implementation of the PUP Program in the HSS District from a Basic Element Implementation Perspective

The Office of PPKBPPPA of the HSS District is a regional apparatus organization that is given the authority to carry out PUP programs. The authority possessed by the PPSBPPA Office of the HSS district related to this program is based on Regional Regulation Number 13 of 2016 concerning the Formation and Arrangement of Regional Apparatuses and Regulations of the Regent Number 82 of 2016 concerning Position, Organizational Structure, Duties and Functions, and Work Procedures for the Population, Family Control Office Planning, Women's Empowerment and Child Protection. Laying of authority as executor of the PUP program at the PPKBPPPA Office of the HSS District is in accordance with the main tasks of organizing government affairs in the areas of Population Control, Family Planning, Women's Empowerment and Child Protection. PUP programs that are focused on being able to control early age marriages are generally carried out by two fields, namely the field of child protection and the field of family planning. Although the portion of the implementation of the PUP program is more in the field of family planning. The collaboration of the two fields as implementing the PUP program is actually relatively new. This is because since the implementation of the 2012 PUP program in the HSS District, the authority to carry out activities has been focused on the KB field. There is a change in the composition of the Regional Organization or SOTK (formerly SKPD) based on Government Regulation Number 18 of 2016 concerning Regional Apparatuses, so there is an additional element in the field of child protection in the PPKBPPPA Office of the HSS District. This was also explained by the Head of the KB Division, Sayhril Sofyan who said: "It was implemented from 2012. From 2012 to 2018, previously there was no element of SKPD for child protection, only women and children empowerment. After there has been a change in SOTK, there is a child protection field, so there are also programs related to prevention of child-age marriage." The collaboration of the two fields as implementing the PUP program shows that the PUP program is a cross-sectoral program that requires joint efforts for its success. Although the portion of the implementation in each field is certainly different from one another. However, the difference in the portion of the implementers does not mean to degrade the role of each element of the implementation. The family planning sector specifically implements PUP programs that are linked to the impact of early marriage on children. This can be confirmed by what was stated by Tatik Sri Rahayu as the Head of the Child Protection Division of the PPKBPPPA Office of the HSS District: "... if he marries the reproductive effects of birth control, for example, if someone causes cancer, then the reproductive organs are not ready. On our side, violence against children exists, economic conditions are not yet able and not ready. For example, his parents only sell retail gasoline, whose income is not the same. Finally, the child was beaten, then a divorce occurred, and the child was abandoned. Indeed, we are different fields, but the direction is the same as preventing violence against children to support the prevention of children's age." PUP program implementers who are an organization are required to be capable of running the program so that program objectives can be achieved

properly. Of course, in implementing a program, there are certainly several elements that can influence it. Winarno with Van Meter and van Horn suggested several elements that might influence an organization in implementing policies [4]:

1. Competence and size of staff of an agency, in this context the Office of PPKBPPA HSS District has the competence to carry out PUP programs, both from technical and administrative aspects. Competence from a technical aspect, for example, can be seen from the existence of sub-organizations filled with human resources such as family planning counselors, one of whom is tasked with carrying out activities related to the PUP program. Although later it can also be explained how the competency of these resources is also problematic, especially in terms of quantity. Competence from an administrative aspect can be observed from the existence of legal instruments that form the basis for the Office of PPKBPPA HSS District to carry out its duties and functions.
2. The level of hierarchical oversight of sub-unit decisions and processes within implementing agencies. In this context the Office of the PPKBPPA of the HSS District has a tiered supervision. As explained in the HSS District PPKBPPA Office Strategic Plan that in carrying out the duties and functions of the Office, the Head of the HSS District PPKBPPA Office is assisted by 1 (one) Secretary and 4 (four) Division Heads, and each sector is assisted by several sections. Thus there is a gradual oversight of the processes in the implementing agencies. Although it is also necessary to state the quality of the supervision.
3. The level of open communications defined as the horizontal and vertical network of communication freely and the relatively high level of freedom in communication with individuals outside the organization is carried out by the formal and informal linkages of a body with the decision-making body or the executor of the decision. In this context, communication of the implementation of the PUP program by the Office of PPKBPPA of the HSS District was carried out by coordination meetings. For example, as explained by the Head of KB of the Office of PPKBPPA, HSS District, who explained:

*"If the communication is mutually coordinating, we conduct a meeting with policy makers between heads of offices, which are followed up by the head of the department and the head of the sub-division".*

The coordination meeting was held not only as a form of supervision but also as a form of communication between the PUP program sub-elements in the Office of the PPSBPPA of the HSS District.

### 3.1.1 Program Aspects

The PUP program is a national program of the BKKBN as part of the family planning idea framework. Efforts to realize family planning are through PUP, birth control, fostering family resilience, increasing the welfare of small families happy and prosperous [5]. Such understanding is in accordance with the concept of family planning contained in Law Number 10 of 1992 concerning Population Development and Family Welfare Development. The law

states that family planning is an effort to increase awareness and community participation, one of which is through PUP. The PUP program is implemented by each local government through the authorized SOPD. HSS District started implementing the PUP program since 2012 as a derivative of the national program launched by the BKKBN in the Generation of Planning (Genre) program. This is in line with what was explained by the Head of KB of the Office of PPKBPPA HSS, Sayhril Sofyan, who stated that: "One of them is the BKKBN program, in this case related to the Genre program. One of them is not married early. The program is a national program, we describe it as activities towards its main program. Especially in HSS District, because here the age of the child is still quite high, so we make the PUP program. In the KB field, there are several activities to elaborate on the PUP program. "The PUP program is a translation of the national program. The basis for the preparation of the PUP program in the HSS District refers to the PUP program that has been made by BKKBN. Activities to implement PUP are tailored to the needs, challenges and opportunities that exist in the region. The Office of the PPKBPPA of the HSS District as an SOPD which has the authority to be able to reduce the number of early marriage in the HSS District compiles several activities related to the PUP program. The mechanism of PUP program implementation that is relegated to regions to determine the form of derivative activities of the program can be assessed as a policy implementation step through the formulation of derivative policies (derivatives) of the public policy [6]. Implementation of this policy so that the policy can achieve these policy objectives through derivatives of the PUP program. PUP is a program that was formed to increase the age at first marriage to reach the ideal age at the time of marriage. PUP basically not only postpones until a certain age but tries to have a marriage done to couples who are ready from the economic, health, mental / psychological aspects. The PUP program was formed to provide understanding and awareness to teenagers so that in planning a family, they could consider various aspects related to family life, physical, mental, emotional, educational, social, economic, and determining the number and distance of births. The purpose of PUP like this has implications for the need to increase the age of more mature marriage. The PUP program in the KB program aims to increase the age of marriage for women at the age of 21 years and reduce the first birth at the age of mothers under 21 years [7]. Increasing the age of marriage to the ideal age can make child marriage rates decline and bring other positive effects, such as controlled dropout rates which are expected to improve the quality of education, health and economic impacts. This is in line with what was conveyed by the Head of KB of the Office of PPKBPPA HSS District Sayhril Sofyan: "Actually, the main thing is to reduce the number of marriages at an early age. But with this prevention many expected effects, not increasing dropout rates, reproductive health readiness. With good education, good health, it is hoped that the Human Development Index (IPM) will improve. But we will touch the bottom first. "The PUP program aimed to reduce first births at the age of mothers under 21 years is a systematic effort from the National Family Planning program. The PUP program has an impact on increasing the age of first marriage which in turn will reduce the Total Fertility Rate (TFR) [8]. Reducing the TFR cannot be separated from PUP and Family Planning as a

framework for the PUP program. This framework consists of four reproductive periods, namely: 1) The period of delaying marriage and pregnancy; 2) The period of preventing pregnancy; 3) The period of spacing of pregnancy; and 4) The period of ending the pregnancy [9]. Regulation of the Head of BKKBN Number: 55 / HK-010 / B5 / 2010 concerning Minimum Service Standards in the Field of Family Planning and Prosperous Families in Regencies / Cities contains formulations of indicators of regional success in implementing PUP programs. The Regulation of the Head of BKN explains how to measure the impact of an area in the IEC Service for the first marriage age, which can be calculated from the number of fertile age couples (PUS) whose wives are under 20 years old. Whereas the way to calculate the success indicator is if the proportion of EFAs whose wife age is below 20 years decreases (below 3.5%) means that the area has succeeded in carrying out the PUP program. A formula on the success indicators for the implementation of a PUP program in an area can help calculate the success or failure of the PUP program in the District of HSS. Examining the data of the age of first marriage of the couple who married in the HSS District the last three years showed that the PUP program had not been successfully implemented. The following is an indicator of the success of the PUP program in HSS District based on the formula determined in the Regulation of the Head of the BKKBN.

**Table 1.:** The Calculation successful implementation indicators of the PUP program in the 2016-2019 HSS District

Tahun	Perhitungan
2016	$(416 : 1389) \times 100 = 29,94 \%$
2017	$(378 : 1598) \times 100 = 23,65 \%$
2018	$(319 : 1140) \times 100 = 27,98 \%$

Source: Processed from HSS District marriage age data figures from the HSS District PPKBPPPA Office

The data shows that the implementation of the PUP program in the HSS District has not been entirely successful. The proportion of EFAs whose wives are under the age of 20 have not yet been below 3.5%. In 2016, it still stood at 29.94%, although in 2017 it had dropped, but it still stood at 23.65%. In 2018, it will increase again to 27.98%. The unsuccessful PUP implementation when viewed from the calculation results is certainly influenced by various factors. An explanation of the factors related to this will be explained in more detail in a separate sub-chapter. Realizing the implementation of the PUP program so that it can be optimal and successfully meet the indicator numbers set in the Head of BKKBN Regulation Number: 55 / HK-010 / B5 / 2010 is indeed not easy. The purpose of the PUP program is to encourage understanding and awareness of adolescents so that they can plan their families, taking into account various aspects related to family life, physical, mental, emotional, educational, social, economic, and determining the number and distance of births. This requires the PUP program to be implemented with activities that truly have the right accessibility. The PUP program in the HSS district is

realistic to achieve, even though it has many challenges. Cross-sectoral PUP programs will also be a challenge in their implementation if not managed properly. This is consistent with what was explained by the Head of KB of the Office of PPKBPPPA HSS District Sayhri Sofyan: "The PUP program is very realistically achieved, but what we want is not only us who move even though this program is our program. We want to embrace other agencies that participate according to the capacity and capability in which the program is located, we have made MoU of SKPD-SKPD, such as Bappeda, Office of Education, Office of Health, and Ministry of Religion. We make the MoU, then please translate it later. For example in the Ministry of Religion, they do counseling by religious extension officers, well, one of them is the material for not marrying young. "PUP programs that are cross-cutting in their implementation must indeed be supported by other organizations. This is inseparable from the meaning of good governance which places a high level of organizational effectiveness in relation to policy formulation and policy implementation [10]. The effectiveness of the organization can also be interpreted as the ability of the organization to use all its capabilities, including in encouraging the achievement of collaboration with partner organizations to be able to achieve the goals of the joint program. Collaboration in carrying out the PUP program has been carried out in synergy with the regional apparatus organizations / other agencies, some of the organizations that work together [11]. The PUP program in the HSS District was implemented through several activities compiled. The activity was as a follow-up action in order to achieve the objectives of the program. This is in line with the view that explains policy implementation as a series of actions after a policy is formulated. Without an implementation activity, then a policy that has been formulated will be meaningless. Policy implementation is a chain that connects policy formulation with expected policy outcomes [12]. The PUP program in the HSS District that was formulated was followed up with activities. Some of the activities carried out include:

1. Revitalizing PUP and Adolescent Reproductive Health (KRR). This activity targeted the number of adolescents who were advocated and received KIE Adolescent Reproductive Health 345 people.
2. Making PUP agreements with organizations that follow up on PUP agreements that target 10% of all organizations that sign PUP agreements.
3. PUP activities included in the KRR counseling and information service center development program include: A discussion forum directed at adolescent reproductive health programs at 55 village / sub district level schools that become counseling centers in accordance with standards; capacity building of marriage age maturity that targets 6 social media that can be accessed by the public in relation to family planning services; and PUP meetings for adolescents who target to be able to produce 55 villages / sub district that become counseling centers in accordance with standards.

The PUP program implemented by the PPSBPPPA Office of the HSS District which has been outlined in a number of forms of activities is in line with the problem of not being able to successfully reduce the percentage of early marriage. The PUP program has a basis for program preparation,

program objectives and benefits, and program accessibility. However, the clarity of the program in the context of implementation is not yet optimal, because there are no Standard Operating Procedures (SOPs) that specifically explain the steps to implement the PUP program in the HSS District. SOP is important to ensure control over program implementation.

### 3.1.2 Program Aspect

The PUP program targets several parties in its implementation. The target group for the PUP program can generally be divided into two groups. First, the groups directly interested in PUP are unmarried adolescents. The two groups that have no direct interest in PUP, for example are parents who have teenagers who are not married. So that the target group of PUP programs in HSS District can be detailed as follows:

1. School-age children from elementary school (grade 6), junior and senior high.
2. Common unmarried teenagers.
4. Parents who have teenagers who are not married.
5. Community leaders.
6. Regional apparatus organization.

The choice of the target group of PUP programs in HSS district is generally correct. The PUP program has targeted children who can be given outreach or counseling through the school channel or through the community channel. School children or general youth in the community are the right choice because they will indeed have the potential to accept the PUP program. These children are vulnerable to early marriage practices. Intervention of the PUP program to them must of course also be supported by parties who are not directly related. Coverage of target group targets for school children is also limited, as revealed by Syahril Sofyan as Head of Family Planning, that: "The provision of IEC to adolescents, in the early stages of the program are high school students, counseling is carried out, we carry out activities such as discussions that provide resource persons from health, from the Ministry of Religion, from the education office. So there is given material about the dangers of young marriage in terms of religion, health, and education, if from the field of family planning provides insights on population. It means that with young marriages, in terms of health they are not ready physically and mentally, from religion there are things that are prohibited, for example from not getting legality because the marriage law still prohibits child marriages of child age. "Parents, community leaders, and regional apparatus organizations are also targeted by the group to be able to intervene to these vulnerable parties. For example, intervention from parents is needed because there are parents who ask their children to get married at an early age. Approaches to target groups that are not directly interested in early marriage, such as parents who have children who are vulnerable to early marriage, are conducted in non-formal forums. PUP program implementers cannot force parents not to marry off their children at an early age because in terms of regulation it still allows early marriage to occur. This can be explained by what was stated by Tatik Sri Rahayu as Head of Child Protection, that: "... socialization to parents so as not to marry children at an early age is done through PKK, recitation, social gathering. But the direction of the core point of the language used is not allowed to marry children at an early age. But the language used is to give an

idea of the adverse effects of marriage at the age of the first child, the child cannot yet make a living later he divorced. Both of the production tools are not ready. We also cannot force people not to marry early children because in the marriage law it still allows children to be married." One of the reasons parents encourage their children to get married immediately because the child is considered a family economic burden, so there is a view to reducing that burden so the child is married. Another thing is also influenced by the problem of the child who can already date so parents choose to marry off their child. The thing that can confirm that is one of the factors causing child marriages mentioned by the Office of PPKBPPA HSS District [13] is the view in society about the main task of parents is to educate and support their children if their children have been fulfilled if their children are married. Conditions in the community must be considered to determine the target group of the PUP program. Acceptance of the PUP program is related to the suitability of the program and the target group. The right target group can help simplify the implementation process. Precisely choosing a target group is indeed not a single variable that can determine whether or not PUP program implementation is easy. There are at least two variables which will also determine. The first is related to the target quality of the target group's human resources and the social, cultural and economic conditions of the target group of the PUP program. The activities that are the elaboration of the PUP program must be able to fit into the level of education, economic, social, and cultural conditions. Target groups that are educationally and economically difficult to accept PUP programs need to be encouraged to have better education and economic access. Target groups must be given the opportunity to be empowered through education and economics. An understanding of the benefits of participating in the PUP program must be well communicated to the target group. PUP programs aimed at target groups must be able to make children (both boys and girls) want to mature their marriage age. Target groups that are directly the main target of the PUP program are not only given an understanding of the adverse effects of marriages at an age that is not yet ideal. The target group must also be given the ability or power to be able to mature their marriage age through their abilities, both in terms of education or economics. Programs related to efforts to mature marriage age also need to look at examples in other countries that not only provide knowledge to the target group but also provide abilities and skills. India is an example of a country that is carrying out programs related to efforts to mature marriage age. The Adolescent Girls and Gender Empowerment program is a program that they implement. The program is intended to provide life skills education (including financial and entrepreneurial skills). In addition, children are also equipped with knowledge about health and gender issues. The children who participated in this program were divided into several groups and were given training in 40 meetings [14]. Examples of programs related to marriage age maturity can also be examined in Bangladesh. "Girl Power Program" with its main goal is to empower girls and young women. The program carries out various activities to improve life skills and abilities [15]. Two examples of programs related to efforts to mature marriage age show that the main target group of the program is not only equipped with the ability to understand the distracting effects of early marriage but they are also given the ability to be empowered through skills.

PUP programs implemented to target groups directly related to this program must be able to provide added value in the form of empowerment. Empowerment can certainly be understood as a process towards empowerment, or a process to gain strength or ability, and or a process of giving strength or ability from parties who have power to those who are powerless or powerless [16]. Empowerment which is understood as giving strength or ability of groups that have power to vulnerable groups is aimed at several things. Vulnerable and weak groups are expected to have the strength or ability to: (a) fulfill their basic needs so that they have freedom, not only free to express their opinions, but free from hunger, free from ignorance, free from pain; (b) reach productive resources that enable them to increase their income and obtain the goods and services they need; (c) participate in the development process and decisions that affect them [17]. The target group of the PUP program can be assessed as a group that is vulnerable to early marriage that has a negative impact. The target group of PUP programs must be given the power or ability to be able to mature their marriage age. Therefore, the target group must be fulfilled its basic needs, given access to productive resources, and given the opportunity to participate in the development process. Empowering this target group requires cross-sector and cross-agency collaboration.

### **3.2 Implementation of PUP Program in the Variable Perspective of HSS in A Model of the Policy Implementation**

Van Metter and Van Horn explain the implementation are actions carried out by individuals / officials or groups of government or private that are directed at the achievement of the objectives outlined in the policy decision [18]. Stages of policy implementation that determine policy performance can be influenced by at least six variables [19] namely: Policy Size and Objectives; Resource; Implementation agent characteristics; The attitude / inclination of the implementers; Communication between Organizations and Implementing Activities; Social, economic and political environment. Size and policy targets that are too ideal (utopian), make the policy or program difficult to realize [20]. Van Meter and Van Horn [21] suggest that to measure the performance of policy implementation, of course, confirms certain standards and targets that must be achieved by policy implementers, policy performance is basically an assessment of the level of achievement of these standards and targets. The PUP program in the HSS District which is implemented is basically a realistic program to achieve. As stated by Syahril Sofyan as Head of KB, that: "The PUP program is very realistically achieved, but what we want is not only us who move even though this program is our program." The realistic implementation can at least be observed from the inclusion of the PUP program in the documents that guide the HSS District PPKBPPPA Office in carrying out its work. Such documents such as the Strategic Plan (Renstra) and Work Plan documents (Renja). The document contained standards and targets that have been set. In these documents, the objectives and indicators to be achieved and the current conditions of the targets related to the PUP program and activities as a more technical description have been compiled. For example, PUP capacity building activities, performance indicators for a number of social media accessible to the public in relation to family planning services, and performance achievement targets are

expected to meet the achievement of 6 accessible media related to family planning services. Other activities, PUP meetings for adolescents, performance indicators are the existence of a number of villages / District that become counseling centers in accordance with standards, and the performance achievements are expected to meet the achievement of 55 villages / District that become such centers of counseling. Such PUP program activities are certainly realistic to be carried out by the implementer. Judging from the aspect of the executor who does have an organizational culture engaged in population control and family planning, the PUP program is in accordance with the conditions of the organization. Although there are many challenges to be faced in its implementation, both internal and external challenges. Matters related to this challenge will become a separate discussion later in the sub-section of the program inhibiting factors section. The resources available in the implementation of PUP programs in the HSS District will certainly be a determinant of the successful performance of the PUP program implementation. The Office of PPKBPPPA of HSS District does not have sufficient human resources to encourage the implementation of this program to be carried out faster. In addition to human resources, financial resources are also a problem in its implementation. However, the implementation of the PUP program in the District of HSS can still be implemented even with repairs notes. For example, due to limited human resources and financial resources, the PUP program cannot be implemented comprehensively in all work areas of the HSS District PPKBPPPA Office. The target of performance achievement from the implementation of activities which are the elaboration of the PUP program cannot be optimal. Especially when faced with the geographical conditions of the scope of work of the District Office of PPKBPPPA HSS, the available resources will be faced with difficulties. PUP programs that target the community (children who are not yet 21 years old for women and 25 years old for men) to be able to mature their marriage age must certainly be carried out by implementers who on one hand have strict character and discipline, but on the other hand must be able to carry out the implementation with a persuasive approach. This is because the socio-cultural community that is the target of the PUP program group must be approached with a persuasive approach. Determining at what age a person wants to have a marriage is the private domain. Interventions in this realm cannot be implemented, but implementers must also be strict and disciplined to consistently carry out appropriate interventions through IEC and at a level that fills more PUP programs with an empowerment approach. PUP program implementers in the HSS district have indeed carried out these interventions with a persuasive approach through IEC. This is in accordance with the character of the organization that has instructors to establish communication, convey information and education to the target group. But of course the implementation of PUP will be faced with difficulties in being able to be disciplined and strict to carry out the PUP program, because the target group faced cannot be forced to mature the marriage age. Moreover, legally marriage can still be done at the age of children, 16 years for women and 19 years for men. Then there is still a dispensation space for marriage age that allows marriage under that age. This legal instrument is also a challenge in carrying out the PUP program. Edward III called it fragmentation, originating mainly from pressures outside bureaucratic units, one of

which was the nature of policies that influenced public bureaucratic organizations. Fragmentation can be interpreted as the spread of responsibility towards a policy area among several organizational units. Edward III (1980) explains "fragmentation is the dispersion of responsibility for a policy area among several organizational units." Policies related to the PUP program in laws and regulations regarding the minimum age limit for someone wanting to have a marriage regulated in Law Number 1 of 1974 which is not in line with the ideal age of marriage promoted in the PUP program certainly requires coordination with agencies or other actor. This certainly affects the success of the PUP program implementation performance. The Office of PPKBPPPA HSS minimizes fragmentation in this regard by conducting various collaborations with related organs. Ask for support from organizations in other regions to support people in maturing their marriage age. The prospect of effective policy implementation is largely determined by accurate and consistent communication to policy implementers (Van Mater and Varn Horn, in Widodo). Coordination is a powerful mechanism in implementing policies. The better the coordination of communication between the parties involved in policy implementation, the smaller the error, and vice versa. The implementation of the PUP program has been quite good in carrying out communication through coordination meetings. Communication made to make the objectives and standards that have been designed in the program can be followed up by officials who are technically the main implementers of the PUP program. This was confirmed by an explanation conveyed by Syahril Sofyan as the Head of KB, that: "If the communication is mutually coordinating, we have a meeting with the policy makers between the heads of agencies, which are followed up by the head of the district and sub-sector heads." The coordination meeting can be understood as an effort to build understanding of meaning, messages can be well received, and those given the message can continue to be motivated to carry out activities in the PUP program. This is in line with Effendy's communication goals by quoting Pace, Peterson, and Burnett [22] stating that the main purpose of communication activities is to ensure that the communicant understands the meaning of the message received (to secure understanding), continues to maintain and foster the reception (to establish acceptance), and motivate the communicant to carry out an activity (to motive action). The attitude of the trainer is one of the things that can determine the success or failure of the implementation of a policy or program [23]. The Office of PPKBPPPA HSS District has an interest in making the PUP program a success because they administratively have the duties and functions for it. The attitude of PUP program implementers in HSS District in general has three elements of response that can encourage the ability and willingness to implement the program. First the element of knowledge, in general the implementers of activities in the PUP program have knowledge and understanding of the program. This is reinforced by the presence of trained human resources. Second, the elements accept or reject the programs they will run. Implementers who have understood the PUP program are aware that the program is in line with the duties and functions of the Office of the PPKBPPPA of the HSS District where they work. Third, the element of intensity towards policy. The implementers intensively carry out activities which are the elaboration of PUP policies and programs. External

environment such as social, political, and economic conditions will be the variables that determine the success or failure of implementation performance. Non-ideal social, economic and political environment can be a source of problems and have the potential to be a source of failure in policy implementation performance. The PUP program carried out through various activities by the Office of PPKBPPPA HSS is indeed faced with an unfavorable external environment. Especially the target group's social and economic conditions. The social conditions of the HSS District which were formed from cultural and religious influences, for example, made the community's view of early marriage different from the view of child-age marriage in the view of the PUP program. This non-ideal condition can be observed from the factors causing early marriage in HSS District, including [24]:

1. Married at the age of the child is not contrary to religious teachings.
2. Getting married at a young age is not taboo or embarrassing and is not prohibited in the social and cultural life of the community.
3. Dropping out of school is not shameful and school is not considered as the main thing in building a household.

The condition of the social environment that is not conducive to the economy and culture is also a challenge that is a source of obstacles to the success of the PUP program. This is illustrated by what was raised by Syahril Sofyan as Head of the KBS PPKBPPA HSS District: "... especially our people who apologize to the lower middle class, they say why don't you go to school for a long time when you go to the kitchen too ..." "... the culture of the community was one of them, it was a shame not to quickly marry off her child, even though this is not too much now. Now their habits are influenced by adolescent free promiscuity, social media information technology and so on. Those are the concerns of the community, so that if their child is able to 'travel' " dating " then it must be married. Most of them are economically and educationally low. "Non-ideal economic conditions are also elements that make the implementation of the PUP program in the District of HSS not optimal. At least the population included in the poverty line in HSS District in 2017 touched the percentage of poor people at 5.08% [25]. This certainly affects the implementation of the PUP program, because one of the series of PUP programs is encouraging children to mature their marriage age and continue to attend school. But the view in the community the main purpose of schools is to find work. The large number of unemployed school and college graduates increasingly makes them doubtful and gives rise to new beliefs that graduating from school / college does not guarantee work. If economic conditions are conducive they will be able to be encouraged more easily to be able to go to school at the ideal marriage age. The unfavorable social and economic environment has indeed become a variable that has the potential to be a source of program failure, despite favorable political conditions. Politically the conditions are quite ideal. This can be seen from the support of regional heads and local people's representative institutions through the establishment of Regional Regulation Number HSS District Number 10 of 2016 concerning Implementation of Child Protection. One of the provisions in this regulates the right of children not to be

married at the age of the child. This means that politically there is support for this PUP program.

#### 4 CONCLUSIONS

The implementation of the PUP program in the HSS District can be observed from several aspects:

1. The implementation aspect, laying out the authority for the implementation of the PUP program to the Office of PPKBPPPA of the HSS District, especially in the Field of Child Protection and the Family Planning Sector, is appropriate because it is in accordance with the duties and functions of the Office as formulated in the Regulations of the Regent No. 82 of 2016 concerning Position, Organizational Structure, Tasks and Functions, and Work Procedures for Population Control, Family Planning, Women's Empowerment and Child Protection. This shows that the executor has competence in carrying out the task even though in terms of quantity the executor is faced with a shortage of technical personnel to implement the PUP program. Implementers also have tiered oversight of the processes in the implementing-implementing fields. Furthermore, related to communication between the implementers in implementing the PUP program, the executors have coordination meetings.
2. Aspects of the program, PUP is a national program of the BKKBN as part of the family planning idea framework. The PUP program is a translation of the national program. The basis for the preparation of the PUP program in the HSS District refers to the PUP program that has been made by BKKBN. The activities that describe the PUP program to implement the PUP program in the HSS District are tailored to the needs, challenges, and opportunities that exist in the region. The Office of the PPKBPPPA of the HSS District as a SOPD compiled several activities related to the PUP program. Implementation of the program through the formulation of policies / derivate programs (derivatives) of the existing policies above it so that the objectives of the PUP program can be more easily achieved because it will adjust to conditions in the region. The PUP program has not been fully successfully implemented in the HSS District if viewed from the indicators of success which requires the proportion of EFAs whose wife age below 20 years decreases (below 3.5%). This proportion in the HSS District is still at 27.98% in 2018.
3. Aspect of the target group, the PUP program run by the Office of PPKBPPPA HSS District targets several target groups. In general, the target group can be divided into two groups. First, the groups directly interested in PUP are teenagers who have never been married. The two groups that have no direct interest in PUP, for example are parents who have teenagers who are not married. The selection of target groups is generally good, but the interventions given to target groups are not yet fully optimal because they have not been able to provide power or ability to be able to mature their marriage age. This power is related to meeting basic needs,

access to productive resources, and opportunities to participate in the development process.

In addition to these three aspects, policy implementation can also be examined from the six variables in A Model of the Policy Implementation. Based on this model, the implementation of the PUP program policy in the HSS District has not been able to meet all the variables needed to support the success of the PUP program in the HSS District. For example the variables that have not been properly fulfilled are resource variables and social and economic environmental variables, the Office of PPKBPPPA HSS District still lacks human resources and financial resources. The target group's social and economic environment is also not ideal to be a potential source of success in the PUP program.

#### 5 RECOMMENDATIONS

The government that implements the PUP program in order to enrich the activities in the PUP program so that it is not only in the form of IEC but also activities that contain empowerment so that the target group of programs can have access to improvements in their economic, educational, and social levels so that the target group can benefit directly from the PUP program. In addition, program implementers need to strive to be able to increase human resources and find funding sources for programs outside the APBD funds.

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### Author Profile



Riswan Erfa received his Bachelor Degree at Lambung Mangkurat University. He is a legal analyst in South Kalimantan Provincial Government. He graduated from master of law degree from Brawijaya University Malang. He is also a researcher at Pusaka Consulting Banjarmasin.

### Author II



Acep Supriadi is a lecturer in Masters program of Development Administration at Lambung Mangkurat University in Banjarmasin. He graduated from His last education was a doctoral degree at Education Management.

### Author III



Taufik Arbain is a lecturer in the Masters in Development Administration at Lambung Mangkurat University in Banjarmasin. He was graduated from doctoral degree in Management and Public Policy. He is also the Executive Director of the Institute for Political Studies and Regional Development